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ABSTRACT

The federal role in vocational education from the Smith Hughes Act of 1917 (Public Law 68-35) through the Vocational Education Act of 1963 (Public Law 88-210), as amended in 1976, is discussed. Following a historical overview of related legislation, the vocational education activities authorized under the current act at the federal, state, and local levels are presented. Detailed are the four federal grants to the states administered by the Commissioner of Education. Six tables are then included to illustrate vocational education expenditures and enrollment data: tables I through III illustrate the level of appropriations for vocational education programs at the federal, state, and local educational levels; tables IV through VI illustrate enrollments in vocational education programs by educational level. Concluding the paper is a brief description of three evaluations and studies mandated by the Vocational Education Act and the Education Amendments of 1976. (JH)

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THE VOCATIONAL EDUCATION ACT OF 1963, AS AMENDED : A BACKGROUND PAPER

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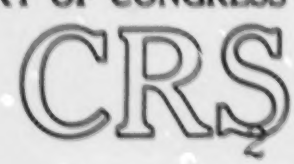

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Summary

This report discusses the Federal role in vocational education from the Smith-Hughes Act of 1917 (P.L. 68-35) through the Vocational Education Act of 1963 (P.L. 88-210), as amended, most recently in 1976.

It covers background information on the current law, program statistics, enrollment, and funding data at the Federal, State and local levels, including vocational education programs for the handicapped and disadvantaged.

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THE VOCATIONAL EDUCATION ACT OF 1963, AS AMENDED: A BACKGROUND PAPER

Introduction

The Vocational Education Act of 1963 (P.L. 88-210), as amended (VEA) authorizes funds for the establishment of vocational education activities at the Federal, State and local educational levels. The basic purpose of the Federal effort in vocational education is to enable States to extend, improve, and maintain existing programs of vocational education for persons of substantially varying needs including such special need groups as handicapped, disadvantaged, language minorities, and women who want to enter traditionally male occupations.

At the Federal level, the VEA authorizes the Commissioner of Education to administer four federally funded vocational education grant programs which are carried out at the State and local educational levels and certain specified national priority activities; these include data collection, research, personnel training, program evaluation, and emergency assistance for the remodeling and renovation of vocational education facilities. The Commissioner is also authorized to provide grants and contracts to support vocational education for American Indians and language minorities.

At the State level, VEA funds are authorized for a wide range of activities at the secondary, postsecondary, and adult educational levels; these include: vocational education-training, cooperative vocational education which alternates work related employment with a planned course of study, consumer and homemaking economics, construction of area vocational schools, stipends for students with acute economic needs, industrial arts programs, work-study, and support services for women who want

to enter traditionally male occupations. In order for States to be eligible to receive VEA funds they must carry out certain data collection activities, planning, evaluation, insure maintenance of effort, meet program matching requirements, and provide program support for handicapped, disadvantaged, and language minorities.

Vocational education programs supported under the VEA are defined as organized courses of study which are directly related to the preparation of individuals for paid or unpaid employment. These programs are provided at the postsecondary, adult, secondary, and junior high levels. Programs at the postsecondary level are for persons enrolled in a program of study which leads towards an associates or other degree but not towards a baccalaureate or other advanced degree.

Programs at the adult level are divided into three categories:

1. Preparatory provides instruction for adults already in the labor market who are preparing for an alternate career;

2. Supplemental provides instruction for persons who want to upgrade existing job skills; and

3. Apprenticeship provides related instruction for persons who are already working either in an apprentice or journeyman capacity.

Programs at the secondary level include programs of study leading to an apprenticeship or journeyman position, employment upon graduation, or unpaid employment in the home. Programs at the junior high school level provide a variety of introductory courses which describe the various training opportunities offered in vocational education.

The Vocational Education Act was recently amended and extended through FY 1983 by the Education Amendments of 1976 (P.L. 94-482). For FY 1979

the total appropriation for all programs authorized under the Act is $630 million.[1/]

1/ The VEA is currently an advance-funded program, meaning that appropriations which are to be allocated and used for program operations in one fiscal year are contained in the appropriations act for the previous fiscal year. (For example, the appropriation for Title I which would be provided in the FY 1978 Departments of Labor and HEW appropriations bill is an FY 1979 appropriation.)

History

The passage of the Smith-Hughes Act in 1917 (P.L. 68-35) signaled the beginning of the Federal role in vocational education. The Act contained many of the provisions which are similar to those embodied in the current vocational education law including allocation of funds, matching requirements, an annual report to Congress, development of State boards of vocational education, and program support.

The Federal effort gradually expanded after the passage of Smith-Hughes through the passage of the George-Barden Act in 1946 (P.L. 79-586) and the subsequent amendments in 1956 and 1958. By 1962, Federal expenditures under these two Acts had increased from $800,000 in 1917 to $51.4 million, while State and local efforts had increased from $2.2 million to $232 million.

The passage of the Vocational Education Act of 1963 (P.L. 88-210) represented a basic shift and expansion of Federal financial assistance to vocational education. The Act redirected vocational education programs from that of training specific categories such as agriculture, home economics, practical nursing, and fisheries to that of preparing all groups in the community regardless of their vocational emphasis or attachment to the labor force. The Act was also designed to assist those persons who had difficulty in succeeding in regular vocational education programs because of socioeconomic or academic reasons.

The VEA was amended in 1968 to specifically target funds for the disadvantaged, handicapped, and postsecondary vocational education. Several new authorities were also added including consumer and homemaking education,

cooperative vocational education, and curriculum development. In addition, the amendments repealed the George-Barden Act and incorporated the permanent authority of the Smith-Hughes Act under the VEA.

The last major amendments to the VEA, the Education Amendments of 1976 (P.L. 94-482) addressed several issues which had developed since the 1968 amendments; these included sex discrimination and bias in vocational education programs; insufficient funding for handicapped, disadvantaged, postsecondary vocational education, and American Indians; and a lack of systematic State planning and evaluation. Other issues addressed were insufficient coordination between programs sponsored under the Comprehensive Employment and Training Act of 1973 as amended (P.L. 93-203) (CETA) and the VEA, inadequate national vocational education statistical information, and an uncoordinated Federal vocational education research effort.

Several provisions were added by the amendments designed to resolve these issues; at the State level they provided that States:

1. Reserve $50,000 from the Federal basic grant for vocational education to employ full-time personnel to assist the State board for vocational education in ending sex discrimination in vocational education programs;

2. Increase the earmark from the Federal basic grant for the disadvantaged from 15 to 20 percent and then match this percentage dollar for dollar from their own funds;

3. Match dollar for dollar from State funds the earmark from the Federal basic grant for the handicapped (10 percent) and postsecondary vocational education (15 percent); and

4. Develop five-year and annual comprehensive State plans for vocational education which set out the uses of Federal, State, and local funds for each year of the plan, describe policies and procedures to ensure equal access by both sexes, assess the current and future job needs, and coordinate programs sponsored under CETA with those under the VEA.

The amendments added the following provisions at the Federal level which authorize the Commissioner of Education to:

1. Establish a national occupational information coordinating committee to develop an occupational information system for programs authorized under the VEA and CETA;

2. Support a national center for research in vocational education whose duties include applied research, leadership, dissemination, and clearinghouse activities; and

3. Establish a coordinating committee on research in vocational education whose duties include the development of national research priorities and the implementation of a management information system to monitor, evaluate, and disseminate their results.

The amendments also consolidated seven of the previous law's separate categorical programs as part of the Federal basic grant and then included as one of the uses of funds a new program — energy vocational education. This program authorizes postsecondary training in coal mining, coal mining technology, and the installation of solar energy equipment. In addition, the amendments added a new national program, which authorizes the Commissioner to provide matching grants to school districts (75 percent Federal although in certain cases up to 100 percent) for the remodeling and renovation of vocational education facilities in certain emergency situations.

Current Law

At the Federal level the VEA authorizes the Commissioner of Education to carry out the following activities:

1. Designate and fund a non-profit national center for research in vocational education to conduct leadership activities, clearinghouse and dissemination, and applied research;

2. Provide awards and fellowships for vocational education personnel training and development programs;

3. Provide grants and contracts to State and local educational agencies, private non-profit organizations and training institutions, and postsecondary institutions to support vocational education programs for language minorities;

4. Provide matching grants (Federal share is equal to 75 percent although in certain cases 100 percent) to local educational agencies for the remodeling and renovation of education facilities in certain emergency situations;

5. Establish and operate a nationwide vocational education data and occupational information system;

6. Contract with any tribal organization which is eligible to contract with the Secretary of the Interior to plan, conduct, and administer vocational education programs;

7. Provide grants to support vocational education research, exemplary and innovative programs, curriculum development, vocational education guidance and counseling, and activities which show promise of overcoming sex bias in vocational education programs; and

8. Administer four Federal grants to the States each of which apply the same allocation formula. 1/ They are described as follows:

1/ The allocation formula distributes to each State a share of the available grant funds based on a specified State population ratio modified by a State per capita income ratio. The State population ratio is based on (50 percent times the State's population aged 15-19/national population aged 15-19) + (20 percent times the State's population aged 20-24/national population aged 20-24) + (15 percent times the State's population aged 25-65/national population aged 25-65) + (15 percent times the average of the above three ratios). A minimum grant of $200,000 to each State is provided.

The first or basic grant authorizes $880 million for FY 1978 (Section 102(a)) and is divided into two parts: The first part requires that 80 percent of the State allotment be used for vocational education training, program maintenance (sections 120-124); the second part requires that 20 percent of the allotment be used for program improvement and supportive services (sections 130-136).

Authorized program maintenance activities are:

(a) State and local vocational education programs;

(b) Work-study for students aged 15-20;

(c) Cooperative vocational education which alternates work-related employment with a planned course of study;

(d) Energy vocational education which authorizes postsecondary training in coal mining, coal mining technology, and the installation of solar energy equipment;

(e) Construction of area vocational schools;

(f) At least $50,000 to employ full-time personnel to reduce sex stereotyping and bias in vocational education programs;

(g) Industrial arts programs (pre-vocational training at the junior high level);

(h) Support services for women who are either entering for the first time or about to re-enter the job market; and

(i) Vocational education training at private vocational education facilities to provide training in those cases where such training is not available in public institutions or it can be provided by private institutions at a lesser cost.

Authorized program improvement and supportive services are:

(a) Vocational education research;

(b) Development and implementation of exemplary and innovative vocational education programs;

(c) Curriculum development;

(d) Vocational education guidance and counseling (provides that 20 percent of the State allotment for this part is to be used for this purpose);

(e) Personnel training; and

(f) Support activities to eliminate sex bias from vocational education programs.

In addition, the basic grant can be used for State administrative purposes at the following set percentages: FY 1978 -- 80 percent, except in certain circumstances 100 percent; FY 1979 -- 60 percent; FY 1980 through FY 1982 -- 50 percent. Local education agencies and postsecondary institutions are able to use their VEA funds (which are distributed by their State education agency) for administration purposes at the same percentage that they use VEA funds to support their vocational education program or not more than 50 percent of the costs of administration if such costs have been matched by State funds which have been allocated for administration. In other words, if 20 percent of a school district's vocational education budget is from VEA funds, then it can use 20 percent of its VEA funds for administration.

The second grant authorizes $35 million for FY 1978 (sections 102(b) and 140) to support vocational education programs for the disadvantaged -- defined to include persons who have academic or economic handicaps who require special services and assistance to succeed in regular vocational education programs.

The third grant authorizes $55 million for FY 1978 (sections 102(c) and 150) to support consumer and homemaking education programs and provides that at least one-third of the funds allocated for this purpose be used in economically depressed areas.

The fourth grant authorizes $25 million for FY 1978 (sections 102(d), 107, 108, and 112) to assist the State in carrying out the required five-year and annual State plans for vocational education, data collection, and evaluations.

Advisory Councils

The VEA authorizes the establishment of national, State, and local advisory councils on vocational education. The national advisory council on vocational education is required to conduct evaluations, provide technical assistance to State advisory councils on vocational education, and advise the President, Congress, Secretary of the Department of Health, Education and Welfare, and Commissioner of Education on the administration and operation of programs supported under the VEA. Membership on the national council must be comprised of at least 12 persons including those familiar with labor and management relations, new and emerging occupational fields, nonprofit private schools, administration of State and local vocational education programs, and the problems of sex bias in the job market.

State advisory councils are required to advise the State board on vocational education on the development and administration of the State plans for vocational education, and to evaluate programs, services, and activities assisted under the VEA. Membership on the State councils must be comprised of at least 20 persons including those familiar with the needs of management, labor, agriculture, community and junior colleges, and sex discrimination and bias in the job market.

Local school district level advisory councils are responsible for providing information on current job needs and the relevance of the vocational education courses offered. The local advisory councils must be comprised of persons representative of the general public, business, industry, and labor.

Program Statistics

The following six tables illustrate vocational education expenditures and enrollment data. Tables I through III illustrate the level of appropriations for vocational education programs at the Federal, State, and local educational levels. It is noted that program support at the Federal level during fiscal years 1973 to 1976 showed little change during these years while State and local expenditures increased by 63 percent. In other words, the Federal to State and local dollar ratio decreased from $1:$4.6 in FY 1973 to $1:$7.5 in FY 1976.

Table 1: FEDERAL APPROPRIATIONS AND STATE AND LOCAL SOURCE FUNDS FOR VOCATIONAL EDUCATION (FY 1973-FY 1979)

	Vocational Education Act of 1963, as Amended (in millions)	State and Local[1/] Educational Source Funds (in millions)	Federal: State and Local
FY 1979	$630	not available	not available
FY 1978	$614	not available	not available
FY 1977	$437	not available	not available
transition quarter	$135	not available	not available
FY 1976	$558	$4,170	$1:$7.5
FY 1975	$557	$3,501	$1:$6.3
FY 1974	$536	$2,966	$1:$5.5
FY 1973	$555	$2,551	$1:$4.6

1/ State and local source fund levels were provided by the Bureau of Occupational and Adult Education of the U.S. Office of Education.

Table II illustrates funding levels for the VEA for fiscal years 1978 to 1983. For FY 1979 the total authorization for the VEA is $1.28 billion and the total appropriation is $630 million.

Table II: FUNDING LEVELS FOR VOCATIONAL EDUCATION PROGRAMS UNDER THE VOCATIONAL EDUCATION ACT 1978-1982

	Authorization 1/	Appropriation
Basic Grant [sec. 120-124 and 102(a)]	FY '78: $ 880,000,000	FY '78: $ 550,213,000 2/
	FY '79: $1,030,000,000	FY '79: $ 566,140,000 3/
Program Improvement and Supportive Services [sec. 130-136 and 102(a)]	FY '80: $1,180,000,000	FY '80: ($591,140,000) 4/
	FY '81: $1,325,000,000	
(Includes 5% set-aside for the Commissioner's research activities and the 1% set-aside for Indian vocational education)	FY '82: $1,485,000,000	
Special Programs for the Disadvantaged [sec. 102(b) and 140]	FY '78: $ 35,000,000	FY '78: $ 20,000,000 2/
	FY '79: $ 40,000,000	FY '79: $ 20,000,000 3/
	FY '80: $ 45,000,000	FY '80: ($ 20,000,000) 4/
	FY '81: $ 50,000,000	
	FY '82: $ 50,000,000	
Consumer and Homemaking Education [sec. 102(c) and 150]	FY '78: $ 55,000,000	FY '78: $ 40,994,000 2/
	FY '79: $ 65,000,000	FY '79: $ 40,994,000 3/
	FY '80: $ 75,000,000	FY '80: ($ 40,994,000) 4/
	FY '81: $ 80,000,000	
	FY '82: $ 80,000,000	

1/ Authorization levels as set in the Education Amendments of 1976 (P.L. 94-482) to the VEA.

2/ Appropriation levels as set in the Labor-HEW Appropriations Act (P.L. 94-439).

3/ Appropriation levels as set in the H.J. Resolution 662 (P.L. 95-130).

4/ Appropriation levels as set in H.R. 12929, as passed by the House. Labor-HEW Appropriations Bill for obligation to States during the period of July 1, 1979 to September 30, 1980.

FUNDING LEVELS FOR VOCATIONAL EDUCATION PROGRAMS UNDER THE VOCATIONAL EDUCATION ACT 1978-1982 (cont.)

	Authorization 1/	Appropriation
Grants for State Administration, Preparation of 5-year Plans, Annual Plans, Evaluation and Data Collection [sec. 102(d)]	FY '78: $ 25,000,000 FY '79: $ 25,000,000 FY '80: $ 25,000,000 FY '81: $ 25,000,000	FY '78: $ 0 2/ FY '79: $ 0 3/ FY '80: ($5,000,000) 4/
Bilingual Vocational Training [sec. 181-189]	FY '78: $ 60,000,000 FY '79: $ 70,000,000 FY '80: $ 80,000,000 FY '81: $ 90,000,000 FY '82: $ 80,000,000	FY '78: $ 2,800,000 2/ FY '79: $ 2,800,000 3/ FY '80: ($2,800,000) 4/
Emergency Assistance for Remodeling and Renovation of Vocational Education Facilities [sec. 191-194]	FY '78: $ 25,000,000 FY '79: $ 50,000,000 FY '80: $ 75,000,000 FY '81: $100,000,000	FY '78: $ 0 2/ FY '79: $ 0 3/ FY '80: $ 0 4/

1/ Authorization levels as set in the Education Amendments of 1976 (P.L. 94-482) to the VEA.
2/ Appropriation levels as set in the Labor-HEW Appropriations Act (P.L. 94-439).
3/ Appropriation levels as set in the H.J. Resolution 662 (P.L. 95-130).
4/ Appropriation levels as set in H.R. 12929, as passed by the House. Labor-HEW Appropriations Bill for obligation to States during the period of July 1, 1979 to September 30, 1980.

Table III: EXPENDITURES IN VOCATIONAL EDUCATION BY SPECIAL NEEDS (FY 1976)[1/]

	Total (in thousands)	Federal (in thousands)	State/local (in thousands)
Handicapped	$121,425	$48,853	$72,571
Disadvantaged	$364,887	$114,069	$250,818

1/ Expenditures data as published in the report "Vocational and Technical Education Selected Statistical Tables, Fiscal Year 1976," from the Bureau of Occupational and Adult Education of the U.S. Office of Education.

Enrollments

Enrollments in vocational education programs have shown continued growth during the past few years. Between fiscal years 1973 and 1976 enrollments increased from 12 million to 15 million persons primarily at the postsecondary and adult educational levels. Growth in program enrollments has been attributed to increased numbers of persons returning to school for retraining, upgrading of skills, or learning new skills to enter the job market for the first time.[1/]

The following Tables IV through VI illustrate enrollments in vocational education programs by educational level: Table IV illustrates enrollment by level for fiscal years 1973 to 1976; Table V illustrates enrollment by program and level for FY 1976; and Table VI illustrates enrollment in vocational education programs by special needs for FY 1976. (More detailed data were not collected by the Bureau of Occupational and Adult Education of the U.S. Office of Education for FY 1976; however, beginning in FY 1979 the Administrator of the National Center for Education Statistics (as mandated by the Education Amendments of 1976 (P.L. 94-482)) will be responsible for the operation of a vocational education data and occupational information system. This system will collect information on vocational students, programs, program graduates and dropouts, staff, faculties, and expenditures.)

1/ Source: Bruce Blackstone, Program Specialist, Postsecondary and Adult Program, Bureau of Occupational and Adult Education, U.S. Office of Education.

Table IV: ENROLLMENT IN VOCATIONAL EDUCATION, BY LEVEL (FY 1973-1976) 1/

	Total (in thousands)	Secondary (in thousands)	Post-Secondary (in thousands)	Adult (in thousands)
FY 1976	15,133	8,861	2,203	4,069
FY 1975	15,340	9,426	1,890	4,024
FY 1974	13,556	8,434	1,573	3,549
FY 1973	12,072	7,354	1,350	3,368

1/ Enrollment data as published in the report "Summary Data Vocational Education Fiscal Year 1976" from the Bureau of Occupational and Adult Education of the U.S. Office of Education.

Table V: ENROLLMENTS IN VOCATIONAL EDUCATION PROGRAMS BY LEVEL (FY 1976)

Program	Total	Secondary	Post-Secondary	Adult 1/ Preparatory	Adult 1/ Supplemental	Adult 1/ Apprenticeship
Grand Total (Unduplicated)	15,133,322	8,860,947	2,202,800	865,461	3,026,191	177,923
Occupational Programs	9,825,963	4,634,412	2,107,647	796,772	2,109,269	177,863
Agriculture	1,059,717	712,184	67,663	12,750	266,854	266
Distribution	900,604	360,784	192,436	92,528	254,820	36
Health	684,904	108,116	290,007	65,087	221,399	295
Occupational Home Economics	471,289	240,399	61,966	42,808	126,097	19
Office	3,114,692	1,824,465	620,102	261,147	408,544	434
Technical	484,807	35,532	309,879	42,086	95,295	2,015
Trade & Industry	3,109,950	1,352,932	565,594	280,366	736,260	174,798
Special Programs	2,004,858	1,642,666	75,675	35,727	250,730	60
Prevocational	942,605	924,014	12,738	4,057	1,796	--
Prepostsecondary	45,620	45,620	—	—	--	--
Remedial	118,837	50,153	50,601	6,041	11,983	59
Industrial Arts	446,067	445,498	154	9	405	1
Volunteer Firemen	182,926	0	2,168	12,448	168,310	--
Other	271,131	179,513	12,203	21,045	58,370	--
Consumer and Homemaking Economics	3,515,042	2,703,469	47,456	33,953	729,864	--

1/ Adult vocational education programs are divided into three classifications: preparatory provides instruction for adults already in the labor market who are studying for a different career; supplemental provides instruction for persons who want to upgrade existing job skills; and apprenticeship provides related instruction for persons who are already working either in an apprentice or journeyman capacity.

Table VI: ENROLLMENTS IN VOCATIONAL EDUCATION BY SPECIAL NEEDS AS COMPARED TO TOTAL ENROLLMENTS IN VOCATIONAL EDUCATION PROGRAMS (FY 1976)
(in thousands)

	Total	Secondary	Post-secondary	Adult	Women
Handicapped	284	204	38	42	92
Disadvantaged	1,874	1,218	242	414	697
Total Enrollment	15,133	8,861	2,203	4,069	7,750

Evaluations

The following are evaluations and studies of the VEA which are currently being carried out. The first two are mandated under the VEA; the other is mandated under the Education Amendments of 1976.

1. The Bureau of Occupational and Adult Education is evaluating programs assisted with VEA funds in at least 10 States during each of the 5 fiscal years 1978 through 1982. The Department of Health, Education and Welfare is conducting fiscal audits in these States at the same time.

2. A study is being undertaken by the Commissioner of Education concerning the extent to which sex discrimination has been reduced in VEA programs, and the occupations for which VEA programs prepare students. A final report will be made by October 12, 1978.

3. Another study is being undertaken by the National Institute of Education (NIE) of vocational education programs, including those conducted by the States, VEA, related programs under CETA, and State Postsecondary Commissions. It includes consideration of the following factors: distribution of vocational education funds and how they should be used over the next 10 years; examination of compliance and enforcement of the provisions of applicable laws; analysis of program quality and effectiveness; up to 3 experimental studies, including possible changes in legislation; and a review and evaluation of consumer and homemaking education. The NIE will make an interim report on this study not later than September 30, 1980, and a final report not later than September 30, 1981.